

[1 March, 2007]

RAJYA SABHA

Besides the State-level Conferences, a one-day divisional-level conference was also held on 29th November, 2006 at Jaipur in Rajasthan. In the State of Sikkim the conference will be held on 20 and 21st April 2007 at Gangtok. Such conferences are planned for other states as well.

Panchayat elections

340. SHRIMATI S.G. INDIRA: Will the Minister of PANCHAYATI RAJ be pleased to state:

(a) whether it is a fact that the Task Force on Panchayati Raj Jurisprudence had recommended that Panchayat elections at all the three tiers be not held on party basis;

(b) whether it is also a fact that the said Task Force had recommended regularizing elections every five years and uniform procedure throughout the country; and

(c) if so, the views of Government in this regard?

THE MINISTER OF PANCHAYATI RAJ (SHRIMANI SHANKAR AIYAR):
(a) to (c) Yes Sir, The Task Force on Jurisprudence for Panchayati Raj Institutions in its report recommended, *lateralis*, that Panchayat elections to all the three tiers should not be held on a party basis. The Task Force has also held that elections should be held regularly in a five year period with a uniform procedural pattern throughout the country. The report is under examination in the Ministry and the Government has not accepted the first recommendation.

District planning committees

341. SHRIMATI S.G. INDIRA: Will the Minister of PANCHAYATI RAJ be pleased to state:

(a) whether it is a fact that many States have failed to set up district planning committees;

(b) if so, the details thereof;

(c) whether it is also a fact that several States are unlikely to receive money under the Backward Regions Grant Fund; and

(d) if so, the details thereof?

THE MINISTER OF PANCHAYATI RAJ (SHRIMANISHANKAR AIYAR): (a) and (b) Of the 27 States covered under the backward Regions Grants Fund, twelve States have constituted District Planning Committees in conformity with Article 243 ZD of the Constitution, while eleven States are yet to do so. Four States-Jammu & Kashmir, Meghalaya, Mizoram and Nagaland are exempted from the provisions of Parts IX and IXA of the Constitution. Details are given at Statement-I (See below).

(c) and (d) All States, other than those exempted from the application of Parts IX and IXA of the Constitution, are required under the Constitution to set up District Planning Committees in conformity with Article 243ZD. Against the background of this mandatory Constitutional obligation, the relevant provisions of the BRGF guidelines may be seen at Statement-II (See below). For transition from RSVY to BRGF including start up modalities for 2006-07, the guidelines may be seen at Statement-III (See below). For States and Districts not covered under Parts IX and IXA of the Constitution, special provisions have been made under Chapter V of the BRGF guidelines.

Statement-I

Table A

States that have constituted District Planning Committees in accordance with Article 243 of the Constitution

1 Chhattisgarh	2 Himachal Pradesh	3 Karnataka	4 Kerala
5 Madhya Pradesh	6 Manipur	7 Rajasthan	8 Sikkim
9 Tamil Nadu	10 West Bengal	11 Assam	12 Orissa

(Goa has set up DPCs, but is not covered under the BRGF)

Table B

States that have not set up DPCs and the reasons thereof

Sl. State No.	Latest position and remarks
1 Andhra Pradesh	Andhra Pradesh has issued an Ordinance in September 2005 for the constitution of DPCs pending the passage of

Sl. No	State	Latest position and remarks
		the relevant Bill in the Legislative Assembly. The ordinance has now been replaced by legislation. Under the legislation, the Chairperson of the District Panchayat is to be the Chairperson of the DPC. It has been reported that the elections to the DPCs will be completed by January, 2007
2	Arunachal Pradesh	It has been reported by the State that the composition and terms of reference of DPCs have been notified and that immediately after notification, they will be constituted.
3	Bihar	Bihar has laid down a calendar of events for the constitution of DPCs. Rules have been formulated for the same and are under vetting by the legal department.
4	Gujarat	Gujarat does not have DPC but a nominated body, the District Planning Board, created through government order. It has been reported that draft legislation for the constitution of DPCs has been prepared and will be moved in the next session of the legislature.
5	Haryana	The Government of Haryana has decided to constitute DPCs in accordance with Article 243 ZD of the Constitution. The necessary rules and notifications are under issue.
6	Jharkhand	Since Panchayats have not been elected, no DPCs have been constituted.
7	Maharashtra	Maharashtra has a district level body, with equal representation from nominated members and elected representatives. A legislation for DPCs was passed, but has not been implemented so far. Rules have been published for inviting objections and after considering them if any, the rules will be finalised and will be followed by elections.
8	Punjab	Punjab has enacted legislation for the constitution of DPCs in October, 05. The conduct of DPC elections is under the consideration of the Government.
9	Tripura	In Tripura 70% of the area is under the 6th Schedule. There is a single tier system in ADC areas. DPCs therefore cannot be established through legal provisions in these districts. Tripura states that they have examined the issue from a

SI	State	Lates Position and remarks
N		legal standpoint and are in the process of creating DPCs through executive orders for the areas coming under Part IX of the Constitution.
10	Uttar Pradesh	Uttar Pradesh has enacted legislation for DPCs (in 1999), but is yet to issue the notification for the constitution of these bodies. They have a nominated body, the DPDC at the District level, which cannot be construed to be a DPC.
11	Uttaranchal	Uttaranchal, which inherited the UP Panchayati Raj Act, has also not notified or constituted the DPCs. The matter is under the consideration of the Government.

Statement-II

Backward Regions Grant Fund Programme Guidelines

Chapter 2:

2.1. Each Panchayat or Municipality within the backward district concerned will be the unit for planning under BRGF. Plans prepared by each Panchayat or Municipality will be consolidated into the District plan by the District Planning Committee, constituted in accordance with Article 243ZD of the Constitution. The planning exercise will be done in accordance with the guidelines issued by the Planning Commission from time to time. The current guidelines for the preparation of the district plans issued by the Planning Commission, in respect of annual planning and the 11th Five Year Plan are placed at Annexure-2.

4.22 A High-powered Committee headed by the State Chief Secretary and consisting of *inter alia*, the Development Commissioner, planning Secretary, State Secretary of Panchayati Raj, State Urban Development Secretary, State Secretaries-in-charge of sectors under which works are going to be taken up under the programme, a representative of the Ministry of Panchayati Raj and the State Plan Adviser of the Planning Commission as well as other Government of India nominees deemed to be necessary, shall consider and approve the proposed District Plans to be taken up under the District Window of the BRGF as also the Training Plan. The Secretary of the nodal department shall be the Member Secretary of the HPC.

[1 March. 2007]

RAJYA SABHA

Statement-2

Guidelines for District Plans in the Eleventh Five Year Plan

No. M-13011/12006-SP-Coord.

Planning Commission

(State Plans Division)

Subject; Guidelines for District Plans in the Eleventh Five Year Plan

I. Introduction:

The need for integrated local area plans, based on specific endowments and needs of each area, was stressed from the beginning of planned development in 1950s. However, despite several reports and studies, there were only sporadic efforts and isolated cases of such planning. Development was mostly done through sectoral schemes and programmes of a uniform nature, resulting in limited outcomes and wastage of resources. The constitution 73rd and 74th Amendments mandated local planning at the village panchayat, intermediate parichayats and district panchayat levels as well as in urban local governments and their consolidation into a District Plan in each district. Though more than fourteen years have gone by since the constitutional mandate was brought into effect, there has been little progress except in very few states.

It has been decided that the 'district plan process' should be an integral part of the process of preparation of state's Eleventh Five Year Plan (2007—2012) and the annual plan 2007-2008. With this in view, the Ministry of Panchayati Raj constituted an expert Group in 2005, in consultation with the Planning Commission.

The report of the expert Group on planning at the grassroots level was presented to Government in March 2006. It has been accepted by the Ministry of Panchayati Raj and the Planning Commission and was circulated the States in April-May, 2006. Attention is drawn to Chapter 3 of the Report. This circular deals with the further steps to be taken as part of the preparation of the States' draft Eleventh Five Year Plan/Annual Plan 2007-2008, proposals.

II District Planning:

District Planning is the process of preparing an integrated plan for the local government sector in a district taking into account the resources (natural, human and financial) available and covering the sectoral activities

and schemes assigned to the district level and below and those implemented through local governments in a state. The document that embodies this statement of resources and their allocation for various purposes is known as the District Plan. It would essentially have three aspects namely:—

1. Plan to be prepared by the Rural Local Bodies for the activities assigned to them and the national/state schemes implemented by them with their own resources and those earmarked for these purposes;
2. plan to be prepared by the Urban Local Bodies for the activities assigned to them and the national/state schemes implemented by them with their own resources and those earmarked for these purposes;
3. Physical integration of the plans of Rural and Urban local bodies with the elements of the State Plan that are physically implemented within the geographical cpnfines of the district.

All the three aspects would be considered and consolidated by the District Planning Committee (DPC) into a District Plan. Quite obviously, the District Plan cannot be prepared in isolation, and must take into account and respond to the expected activities of the non-government sector of the local economy. Important among these would be:

1. Plan emerging from activities of people's groups like SHGs, Co-operatives etc.
2. Plan emerging from the financial institutions like the local branch (es) of Commercial Banks (both in the public and the private sector), NABARD, Cooperative Banks and the like.
3. Plans of International Non-Government organizations (INGOs)/NGO and bilateral Agencies operating in the District.
4. Plans of other private agents that would either have an impact on the activities of the government or would need the government to respond to those developments insofar as its own areas of functioning/service delivery are concerned.

III Steps to be taken at State Level:

The State Governments (State Planning Commission/Board/

[1 March, 2007]

RAJYA SABHA

Department) may take urgent steps for the following^ if not already done:—

1. Complete the assignment of Activities to be undertaken by different levels of local governments;
2. Form District Planning Committees (DPC) as envisaged in the constitution, that is, with 80% members being elected from the elected members of the Panchayat and urban local governments in each district and the remaining 20% being nominated by the state governments; preferably with experts;
3. Issue guidelines to the DPC and local governments generally on the lines indicated in Section IV below;
4. Decide on the formula for distribution of local government component of the state plan and indicate the broad order of resources that would be available to different levels (and therefore to each local government) over the five years/one year 2007-08) from the state plan—this would be sector-wise as well as untied;
5. Indicate the resources that would broadly be available to each local government from central sources through centrally sponsored schemes, special allocations, including those by Finance Commissions, etc.;
6. Prepare the draft District Plans and after vetting, present a summary of District Plans, in the format indicated in Section IV, along with State Plan proposals for the Eleventh Five Year Plan/Annual Plan 2007-08.

IV Preparation of District Plan

In the preparation of the draft district plan, the various steps detailed in chapter 3 of the Report of the Expert Group on Planning at the Grassroots Level may be generally followed. (Provided as Annexure-I). The present state of development and the resource endowment Including capability vary widely across states. It is not necessary to wait for perfection or latest technology to get started with the process. Separate steps may be taken to improve internal capabilities. *The following steps are suggested:*

1. The available data may be put together for each local government. The state government agencies, the departments and the district statistical organizations (central and state) should assist them in this.

Some of the essential items of data are listed in the suggested form at Annexure-II.

2. Based on the data, a vision document for 10 to 15 years is to be prepared by the district and for each local government based on participatory assessment. The DPC may hold formal interactions with local governments and other key stakeholders on this and then finalize it. The document should clearly identify the key reasons for backwardness/development shortcomings and address issues impeding development. It will cover:

- Agriculture and allied sectors (as relevant)
- Availability and development of water sources
- Industries—especially traditional, small industries including food processing
- Infrastructure including power
- Drinking water sanitation
- Literacy, school education
- Health and medical facilities
- Poverty reduction and basic needs
- Gender and children
- Social Justice-SC/ST, Persons with disability etc.

3. To assist the DPC in preparing the vision document (and subsequently to vet the draft plan proposals), a Technical Support Group may be constituted in each district. It may consist of departmental officers (where available) mandated and nominated for the purpose in addition to their duties or retired persons locally available or a local academic institution or established NGO with a proven record—Similarly, technical support as appropriate, may be organized for the urban areas, intermediate panchayats and village panchayats.

4. If undertaken in a campaign mode, the preparation of vision documents can be completed in two month's time.

5. Further, if District is to be the economic unit for planning exercise, the scope of vision document could be expanded to include areas of comparative advantage of each district (availability of technical institutions,

[1 March, 2007]

RAJYA SABHA

BPO, tourism, agro-industry etc.) which would be the basis for attracting private investment.

6. Based on the vision documents' and following the same participatory process, the needs may be prioritized and goals set for a five-year period for a draft five year plan in the manner indicated below:

- a) The draft plan preparation should start at the Gram Sabha level.

The Gram Panchayat may finalize its Plan based on priorities emerging from the Gram Sabha and give suggestions for the Intermediate Panchayat. Projects and activities which can be implemented at the Gram Panchayat Level should be included as "Gram Panchayat Plan". Those projects and activities which can be implemented only in more than one Gram Panchayat, will be forwarded to the Intermediate Panchayats to be considered for inclusion into the "Intermediate Panchayat Plan". *The Gram Panchayat Plans should also provide an estimate of the community contribution that can be mobilized for the purpose of implementing the development plan.*

- b) Based on these suggestions received from Gram Panchayats and its own priorities the Intermediate Panchayat should finalize its Plan. Projects and activities which can be implemented at the Intermediate Panchayat Level should be included as "Intermediate Panchayat Plan". Those projects and activities which need to be implemented in more than one intermediate Panchayat will be forwarded to the District Panchayat to be considered for inclusion into the "District Panchayat Plan".

- c) Based on the Gram Panchayat Plans, the Intermediate Panchayat Plans and District, Panchayat Plan, the District Planning Committee shall finalize the District Plan for the District.

- d) A similar exercise may be undertaken in Urban Local Governments. Each local government may be asked to give separate suggestions for inclusion in the Departmental components of the District Plan.

7. The time limit for different steps, in para 6 above, needs to be indicated. Similarly, time frame for integrating District Plans with State Plan also needs to be indicated in view of limited time available for the beginning of Eleventh Five Year Plan.

8. The draft plan proposals of each local government should be in accordance with the approved activity assignment and the centrally sponsored flag-ship and related programmes (as and where applicable).

9. The draft plan proposals will cover the sectors mentioned in (2) above and Will indicate the expected outcomes in terms of production, employment, infrastructure and human development.

TO. While preparing the draft plan in accordance with (6), (7), (8) and (9) above the concerned local government will take into account the district component of the departmental plan as also the Centrally Sponsored Schemes and the Externally Aided Projects that have been assigned to it for implementation, in addition, the physical integration of the District Plan with the elements of the State Plan that are being implemented in the geographical area of the district would need to be given close attention. The resources and outlays in respect of these items of State Plan located in the district (but not implemented through the local bodies) would not, however, be included in the plan resources and outlays of the Local Bodies.

11. The local government component of the District Plan would emerge out of the resource envelope containing the following sources of funds:—

- a. Own resources available for development.
- b. Transfers by State Finance Commission for development purposes.
- c. Twelfth Finance Commission granted passed on by the State Government.
- d. United grants for local planning.
- e. Grants in respect of Centrally Sponsored Scheme that have been assigned to the local bodies for the purposes of implementation.
- f. Grants for State Plan scheme assigned for implementation through Local Governments.
- g. Grants for Externally supported schemes assigned for implementation through Local Governments.
- h. Estimated contribution by the communities themselves.

12. The DPC will consolidate the two streams—the Panchayat plans

[1 March, 2007]

RAJYA SABHA

and the urban area plan, integrate them with departmental plans for the district and prepare the draft five year plan and the Annual Plan.

13. The State Planning Commission/Board/Department may issue the above as guidelines and suggest the broad structure of the district plan document and the forms to be annexed to the document.

V Presentation as part of State's Eleventh Plan Proposals:

1. A summary of the District Plans will have to be presented as part of the State's Eleventh Five Year and Annual (2007-08) Plan proposals.

2. For this purpose, a Note on the present status of empowerment of local governments and the procedures adopted in getting local draft plans prepared by all levels of local governments will be attached to the plan proposals.

3. Summary statements will be presented in the attached Annexure-III formats in addition to the forms usually adopted for State Plan Proposals. (The forms refer to Annual Plan could be the same for five year plan).

4. The sum total of the outlay on District Plans in a state may be around 40 percent of the gross state plan outlay.

(Avtar Singh Sahota)

Director (SP-Coord.)

25.08.2006

Planning Secretaries of States/UT

Copy to:

1. Principal Advisers/Advisers/Heads of Divisions in Planning Commission.

2. PS to Deputy Chairman/Members/Member-Secretary. Copy

also to:

1. Secretary, Ministry of Panchayati Raj, Krishi Bhavan, New Delhi.

"Gross' Plan outlay includes central share of centrally sponsored schemes. It is, thus, State Plan Outlay+Central Share of CS.

Statement-III***Backward Regions Grant Fund programme guidelines*****Chapter 1:****1.10 Transition from Rashtriya Sama Vikas Yojana to the BRGF, including start-up modalities for 2006-07:**

The transition path for the smooth change over from the existing RSVY to BRGF will be as follows:-

- (a) All 147 RSVY districts will be released funds when they meet the required stipulations under the schemes, such as submission of utilization certificates till the plans approved under RSVY (plus the existing monitoring fee), have been completed to the extent approved.
- (b). Non-RSVY BRGF districts will begin the process of district plan preparation in 2006-07, in accordance with these guidelines. Those , non-RSVY-BRGF Districts, which have consolidated their draft development plan for the district through DPCs in 2006-07, will receive their entire annual allocation for 2006-07, so that they can immediately commence implementation of their plans.
- (c) During 2006-07, an initial tranche of Rs. 10 crore each will be released to each non RSVY-BRGF district, where DPCs have been set up and a district plan has been prepared, consolidating together a few important schemes in respect of which participatory plans have been prepared. States that are in the process of setting up District Planning Committees, would be eligible to receive funds in accordance with the provisions of this sub-clause, if DPCs are set up by February 15, 2007, in accordance with Article 243ZD of the Constitution.
- (d) Funds for capacity building (as described in Para 1.6(a) earmarked for 2006-07 may be released during 2006-07 to all States in accordance with these guidelines, without the pre-condition that District Planning Committees shall be constituted.

Task Force recommendations

342. SHRIMATI N.P DURGA: Will the Minister of PANCHAYATI RAJ be pleased to state:

- (a) whether it is a fact that a Task Force on Jurisprudence has been